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ABSTRACT

Intermediate School Districts (ISDs) provide services to and draw strength from the larger environment of which they are a part. This study examines the functions and responsibilities of ISDs with the purpose of creating a more effective network linking state agencies with local school districts. It is divided into five sections: identification of current services, needs assessment of local districts, needs assessment of state agencies, evaluation of other ISD networks, and a summary. Part of the study is devoted to expectations of local school superintendents regarding the type and extent of services they feel should be provided by the ISD. (Author/LD)

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# A STUDY OF INTERMEDIATE SCHOOL DISTRICT FUNCTIONS AND ORGANIZATIONAL STRUCTURE

FOR: THE MICHIGAN ASSOCIATION OF INTERMEDIATE SCHOOL ADMINISTRATORS

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JUNE 30, 1978

EA 011 331

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## Dedication

This study is dedicated to Mr. Frank W. Mead, Retired Superintendent of the Marquette-Alger School District. His foresight, persistence, support and encouragement has helped make this study possible.

## Acknowledgements

The writer is especially grateful to Mr. Frank Mead who gave generously of his time as well as other resources to make this study possible.

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In addition, appreciation is extended to the M. A. I. S. A. Executive Committee, I. S. D. superintendents, and local school district superintendents who generously gave of their time and advice.

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Foreword

I enter into this project with some hesitation and trepidation knowing that past efforts have been affected by some emotion, fear, and hostility.

However, being somewhat naive and perennially optimistic, I undertake this task hoping that it will provide at least a little information and some objectivity in resolving a difficult and complex problem.

Unfortunately, progress is not made with predictable regularity and in tolerable increments but is more like birth which is simultaneously traumatic and beautiful. So it is with change. Some individuals may perceive to be injured and yet the product of change inevitably accrues to the good of all.

Personal goals seem always to be in conflict with organizational goals. It is my hope that recommendations and conclusions can be developed which, to some extent, will prove to be beneficial and acceptable by all.

This task will be accomplished with as much objectivity, sensitivity and insight as can be possibly mustered.

A STUDY OF THE FUNCTIONS AND
ORGANIZATION OF INTERMEDIATE SCHOOL DISTRICTS.

Introduction

The purpose of this study is to examine the functions of Intermediate School Districts, document the expectations of local school district superintendents regarding the services of ISDs, analyze the structure of ISDs and recommend changes in structure and configuration of the network if necessary.

History presents many examples of organizations which became dysfunctional because of the changing nature of service dimensions without concurrent change in the structure through which services are provided.

Intermediate School District, like any other organization exist in, provide services to, and draw strength from the larger environment of which they are a part. Since factors in the environment tend to continuously change, organizations which are part of that environment must also change and adapt to new demands and new conditions which affect the validity and effectiveness of organizational goals and the functions which are devoted toward goal achievement. Organizations which fail to recognize and understand these environmental dynamics, tend to suffer from conditions described as organizational drift and goal displacement.

To guard against these conditions it is necessary to engage in activities which provide a plan for upgrading, defining, and refining the duties and responsibilities of

the organization. In view of this, this study has as its basic purpose the examination of ISD functions and responsibilities--out of which will evolve data and rationale for determination of a more effective network and configuration.

Examining the feasibility and need for modification of the structure of Intermediate School Districts is a laudable endeavor. It is representative of a process through which, and to which, every organization should periodically be subjected. An effective process of self-renewal is in every instance preferable to forced change brought about by governmental regulation or legislative mandate.

The question of size and number of ISDs is certainly not a new one. For years this question has been discussed and at times it appears that everyone has an opinion--seldom based on fact. Although most intentions are good, perspectives differ, therefore conclusions many times are at variance to each other. In addition, acceptance or rejection of past plans may well have been based upon personal and limited considerations without substantial concern for the needs of the total system. This is not intended as a criticism of any individual or organization--it is a natural reaction--to be expected when aspects of a plan or project are not made clear or dealt with completely.

Speculation on the past seems to reveal that the resistance to or lack of enthusiasm for previous plans for

change was based upon the lack of clarity and specificity regarding:

1. Equitable disposition of property.
2. Equitable consideration of disparity in tax rates and protection from imposition of inequitable rates.
3. Disposition of long-term debt and the equitable distribution of debt responsibility.
4. Protection against the loss of or reduction of services in quantity and quality.
5. Assurance of a continuation of financial support at least at previous and/or current levels.
6. Protection of the benefits, tenure and privileges of personnel currently employed the ISDs.
7. Distribution of power and authority regarding state and local levels of government.

These issues must be addressed directly and objectively to ensure that officials, personnel, and property are treated fairly and objectively.

The problem of determining functions and changing boundaries, if addressed properly, requires that the ISD network be viewed as an element of a total system which has as its primary purpose the linkage of state level agencies and local school districts. This responsibility is met by assuming those responsibilities which are most effectively conducted by a unit larger than the local district but smaller than a state-wide organization. In addition, it should be recognized that the ISD traditionally serves local districts as its client system rather than individuals as is the case with local districts.

Some factors which must be considered if ISD boundaries are modified are:

1. Adequate resource base.
2. Optimal population base.
3. Number of constituent districts.
4. Relationship to other state-wide networks.
5. Extent of mandatory functions.
6. Extent of traditional functions.
7. Discrepancy between actual service dimensions and service dimensions as perceived client system (local districts).
8. Discrepancy between actual service dimensions and service dimensions as perceived by state level agencies and organizations.
9. Current viability of mandatory and traditional service dimensions.
10. Optimal geographic size.

That intermediate units are a necessary element of the educational system can be taken as a given. The number, size and configurations, however, must, at the outset, be an open question. From a purely objective point of view it must be assumed that the possibility of increasing the number of ISDs is as real a possibility as a reduction in number.

To ensure objectivity and thoroughness in determining the optimal structure of the ISD network, the following process is proposed:

Phase I - Identification of Current Services

Phase I of this project represents a summary of services currently being provided by all ISDs.

Phase II - Needs Assessment -- Client System

This phase of the project will attempt to develop--from the client system--a taxonomy of services which the constituent district representatives think that the ISD should be providing.

Phase III - Needs Assessment -- State Level Agencies and Organizations

Since the ISD is a unit upon which demands are placed by state level agencies as well as local districts, it is important to discover and quantify the needs of these agencies and organizations as perceived by qualified representatives.

Phase IV - Evaluation of Other ISD Networks

An important aspect of this project is the examination and evaluation of other ISD networks in other states.

Some of the characteristics which should be examined are:

1. Statutory basis.
2. Mandatory service requirements.
3. Relationships to constituent districts and state level agencies.
4. Financial support structure.
5. Organization (structure and control).
6. Philosophical considerations.

Phase V - Summary and Analysis

This phase of the project will summarize and analyze the data for reporting purposes.

Historical Background

It is necessary to present an analysis and summary of the historical development of ISDs so that a perspective is established from which projections can be made and a rationale for future service and structure dimensions can be developed.

Although the ISD in Michigan is a recent development (1962), there has been a concept of and structure for regional services since territorial times. During the 1800's and the early 1900's, the local school district system included thousands of primary school districts. Because of the lack of adequate communication and transportation, the township and county government was charged with the responsibility of enforcing state laws and regulations governing the operation of local public schools. Until almost 1930 this responsibility shifted back and forth between township and county officials. In 1931 the state law was amended to provide for an elected county commissioner of schools. Later, in the late 1940's, the state laws were again amended abolishing the title, county commissioner of schools, and provided for a county school superintendent. Further, and more dramatic, the first county board of education was created. This change tended to create, for the first time, a governance structure substantially separated from the structure of other local government units.

Although the major change in governance occurred in the 1940's, the major change in structure did not occur until the early 1960's when ISDs were created by statute. Until this time county boundaries determined the geographic area of responsibility for the county board and the county superintendent. The "district" was not specifically defined in statute but was "created" by the specifications of board and superintendent responsibility. All county school "districts" were neatly described by county boundaries. The county board and the county superintendent were county officials with responsibility for the educational enterprise of the county. It was not until 1962 that the statutes made specific reference to the creation of ISDs which could encompass areas not necessarily coterminous with county boundaries. It was at this time that the concept of regional services began to emerge.

Prior to the early 1960s the duties of the county school offices were rather clearly defined. During the years when districts were mostly primary, the county school offices were responsible for enforcing statutes, regulations, and certain quality standards. These included the length of the school day and year, examination of teachers through the county normal school. In addition the county superintendent was responsible for determining that certain curriculum requirements were met, instructional materials were adequate and buildings (especially toilets) were adequate in terms of state standards.

During this period the county school officer, although appointed locally, was, in effect, an officer of the state and was required to submit an annual report to the state superintendent of public instruction describing the status of education within his jurisdiction. Duties and responsibilities were clearly defined. Historical records indicate that role definition and clarification were not a problem. Each level of authority, local, county, and state seemed to have a clear and acceptable understanding of the role and function of each and the relationships among these levels. It was not until the growth of K-12 districts occurred that the county school officer began to suffer from problems of role definition and clarification.

With the growth of K-12 districts the need for supervision by the county superintendent began to decline. K-12 district boards hired superintendents and other administrators who performed the supervisory and administrative functions. In addition, standards for teacher certification were raised making the county normal school obsolete and eventually extinct. During this period of decline in responsibility certain other functions were assigned to the county school board such as boundary changes and data collection. However, these responsibilities did not constitute the same degree of authority and responsibility previously ascribed to the county unit in the management of the local educational enterprise.

As the influence of the county superintendent declined, a movement developed state-wide and at the

national level urging the strengthening of the county unit and the development of an intermediate school district. It is impossible to determine if this movement developed out of survival instincts or whether there was a rational and objective belief that the ISD is and should be a permanent and integral part of the educational management structure. More recent events would lead to the belief that the latter is probably more likely the reality of the matter.

Unfortunately, most predictors of the future of ISDs have been concerned with structure rather than function. Most literature, when distilled to the essence, seems to say that a change in structure (primarily increased size) will resolve the uncertainty regarding the future of the ISD. Only very recently has there been any discussion of the functions of the ISD. This is a positive sign of productive dialogue but must be substantially enlarged and clarified.

As stated above, most attempts to resolve the ISD dilemma have been related to increasing the average size and reducing the number of ISDs in the network. This approach, although possibly presenting a reasonable solution, has not been universally accepted because of the lack of documentation. Merely stating a solution to a problem does not necessarily convince the affected parties as to the sincerity of the presentor or with regard to the benefits which are to accrue. The attempts at reorganizing ISDs have all, to date, met with <u>sui bono</u> issues.

In addition to the various attempts to reduce the number and increase the size of ISDs, there have been attempts to develop other structures for the delivery of services on a regional basis. For example, in 1970 the Superintendent of Public Instruction proposed the establishment of a network of regional offices of the Department of Education which, it appeared, would perform some of the functions traditionally performed by ISDs. This proposal had the same effect as would result from dropping a match in a fireworks factory. Immediate and hostile reaction resulted to the extent that the proposal has since remained dormant.

At about the same time a directive issued from the office of the Governor proposed the regionalization of state services related somewhat to the newly created state planning districts. This action also was perceived to be threatening to the ISD and met with negative reactions from both ISDs and local school district boards.

In 1971 a position paper issued from the Department of Education entitled "Reorganization of Intermediate School Districts in Michigan" stated, in part, that ISDs must be reorganized before the Department of Education can or should regionalize its services. However, there is lacking a clarification or description of how these units will relate to one another and a lack of clarity regarding a distribution of responsibility and more importantly, authority.

At about the same time, 1971, Mr. Robert Isenberg of the American Association of School Administrators, issued a statement which, in part, asserts that, " ... Michigan has far too many intermediate school districts." This statement very adequately discusses the process for reorganizing but again does not document the benefits to be derived from the reorganization nor to whom these benefits will accrue.

It is safe to say that practically all efforts to strengthen the ISD to date have dealt only with number and size and, consequently, created hostility and anxiety which is now difficult to overcome--even with rational and objective arguments.

To add to the confusion which now exists, other networks have been developed for the delivery of services on a regional basis.

In 1972 a network of regions was created for the delivery of educational media services. This network is not unrelated to the ISD network since each Regional Educational Media Center (REMC) consists of one or more ISDs. Although some concern was expressed by ISDs and local administrators when this proposal was made, there seems to be, after several years of operation, general satisfaction with the arrangement. Other networks have been proposed for various reasons and purposes with varying degrees of success.

Summarizing these events of the past, it can be concluded that the ISD has passed through one stage of development and is on the threshhold of a second stage of development structurally and functionally.

## Legal Basis and Statutory Responsibilities and Duties

Following is a summary of the statutes which govern intermediate school districts and describe functions which are mandatory or permissible. The references are taken from the school code as revised in 1976.

Examination of these statutes provides some interesting observations. It appears that a preponderence of the duties described in the statutes deal with regulatory aspects of the relationship between local districts and the intermediate school district. Closely related to the regulatory activities are references to some rather mundane duties, the importance and value of which should be questioned seriously. The most outstanding characteristic of these statutes is that there is no system, sequence, or organization which would tend to enhance and stimulate development and growth of intermediate school districts and regional cooperative programs.

A careful examination of the statutes seems to indicate that most, if not all, of the legal requirements have evolved over the years from sporadic and somewhat random responses to particular problems and conditions. There is very little evidence that these statutory responses to problems and conditions have or were intended to develop an effective organizational unit which can and should be concerned with services provided on a regional basis.

This presents a serious philosophical question which must be addressed prior to any substantial movement toward

modification of the statutory base. That question is -- Should the intermediate school district be a regulatory agency of the state or should it be a school district providing services on a regional basis to local districts and also in some instances directly to pupils? Conventional wisdom states that the intermediate school district cannot effectively assume both roles. In addition, there seems to be a general and very recognizable belief among educators that the intermediate school district should become an effective regional service agency.

If this is the case, serious consideration should be directed toward amendment and modification of the statutes to encourage this direction of development.

A format for statutory development should include at least the following elements.

1. Organization (formation of an intermediate school district).

   Characteristics (size, resource base, population, number of constituent districts).

2. Governance
   - A. Independent
   - B. Controlled by constituent districts
   - C. Linkage with state education agency.

3. Financial Support Structure (access to property tax, state support, service fees, constituent district appropriation.

4. Program - Service dimensions.
   - A. Services to constituent districts.
   - B. Services to pupils and clients.
   - C. Services to state education department.
   - D. Service to other governmental agencies.

Summary

The statutes currently describing the ISD functions and responsibilities represent a mixture of laws dealing with regulatory duties and program responsibilities. There is a lack of coherence and completeness which prohibits a clear definition of the role of the ISD.

There is a need for a complete revision of the statutes to clarify the role of the I.S.D. to define the parameters of service and to create an effective governance structure.

Following is a summary and listing of the statutes directly related to and affecting the ISD. Each section is identified by reference to the school code as follows:

A.= Article

P. = Part

S. = Section

(a) = Subsection

## Mandatory Requirements

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| A.1, P.1, S.12 | Disposition of disorganized districts. |
| A.1, P.1, S.77(a) | Call special meeting - primary district. |
| A.1, P.2, S.85(a) | Maintain file of surety bonds, primary districts. |
| A.1, P.2, S.85(a) | Submit list of districts having properly filed surety bonds to State Board of Education. |
| A.1, P.3, S.104 | Number and name constituent districts of the fourth class. Approve the adoption by local board of school district distinctive name. |
| A.1, P.3, S.114(a) | Appoint board officers - district of the fourth class. |
| A.1, P.4, S.205(1) | Approve adoption of distinctive name - district of the third class. |
| A.1, P.7, S.613 | Post bond, treasurer. |
| A.1, P.7, S.614(3) | Notice of vacancy to State Board. |
| A.1, P.7, S.616(5) | Appoint board of canvassers (ISD Board election). |
| A.1, P.7, S.616(2) | Conduct election - popular election of ISD board members. |
| A.1, P.7, S.617(5) | Conduct elections - ISD board members. |
| A.1, P.7, S.622(1) | Select depositories - ISD funds. |
| A.1, P.7, S.623(b) | Employ superintendent and staff. |
| A.1, P.7, S.623(2) | Business conducted at open meeting. |
| A.1, P.7, S.624(1) | Prepare annual budget. |
| A.1, P.7, S.624(2) | Convene and conduct ISD budget hearing. |
| A.1, P.7, S.624(3) | Certify tax rate for ISD operating millage. |

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| A.1, P.7, S.625(4) | Compute delinquent tax and interest and notify constituent districts. |
| A.1, P.7, S.626 | Prepare map of ISD - report changes to State Board, et al. |
| A.1, P.7, S.627(a) | Provide consultative services to constituent districts. |
| A.1, P.7, S.627(b) | Upon request of constituent districts, organize and conduct educational programs on behalf of the constituent districts. |
| A.1, P.7, S.627(c) | Conduct cooperative programs agreed upon by two or more ISDs. |
| A.1, P.7, S.652 | ISD superintendent shall provide surety bond. |
| A.1, P.7, S.653(a) | Put into practice policies of the State and ISD Board. |
| A.1, P.7, S.653(b) | Recommend in writing all employees. |
| A.1, P.7, S.653(c) | Suspend employees for cause. |
| A.1, P.7, S.653(d) | Supervise work of staff. |
| A.1, P.7, S.653(e) | Examine and audit books and records of constituent district when directed by State Board. |
| A.1, P.7, S.653(f) | Perform duties prescribed by State Board and ISD Board. Make reports required by State Board. |
| A.1, P.7, S.653(g) | In constituent districts not employing a superintendent, examine statements of taxes to be raised. |
| A.1, P.7, S.653(h) | Make written reports to constituent board regarding matters pertaining to educational interests of the districts. |
| A.1, P.1, S.654 | Act as supervising administrator for those constituent districts not employing a superintendent. |
| A.2, P.9, S.852(1) | When requested, the ISD superintendent shall refer questions of consolidation of the State Board of Education. |

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| A.2, P.9, S.853(1) | The ISD superintendent shall prepare and provide petitions for circulation by school elector(s) petitioning for an election regarding consolidation. |
| A.2, P.9, S.854-871 | Organize and supervise election regarding consolidation of districts. |
| A.2, P.10, S.901-933 | Provide supervision and conduct election procedures regarding annexation. |
| A.2, P.11, S.951-976 | Provide supervision and conduct procedures regarding transfer of property between constituent districts. |
| A.2, P.14, S.1104 | Appoint to fill vacancy on constituent board when constituent board fails to act. |
| A.2, P.16, S.1203 | Publish annual financial report. |
| A.2, P.16, S.1204 | Submit annual report to State Board. |
| A.2, P.16, S.1233(2) | Notify State Board of names of teachers employed illegally. |
| A.2, P.16, S.1311 | Evaluate expelled or suspended pupils suspected of being handicapped. |
| A.2, P.19, S.1436 | Notify State Board of Education regarding violation of contract or bond by persons or corporations selling textbooks to districts in the state. |
| A.2, P.22, S.1532(1) | Maintain file of certificates held by teachers employed in primary and fourth class districts. |
| A.2, P.23, S.1544(1) | Maintain file of school census reports as presented by constituent districts. |
| A.2, P.23, S.1544(3) | Verify the entire combined census for the intermediate district. |
| A.2, P.24, S.1571(1) | Provide attendance officer(s) for the constituent districts. |

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| A.2, P.24, S.1571(4) | ISD superintendents shall provide a list of teachers and superintendents employed in constituent districts, except for those districts which employ an attendance officer. |
| A.3, P.29, S.1701(a) | Develop, establish and evaluate special education plans and programs in cooperation with the State Board of Education. |
| A.3, P.29, S.1702(3) | Provide, when directed by the State Board of Education, special education programs not being provided by constituent districts. |
| A.3, P.30, S.1711(1) | Develop, establish, evaluate, and modify, in cooperation with constituent districts, a plan for special education. |
| A.3, P.30, S.1711(1b) | Contract for delivery of special education services, may operate programs, provide transportation and room and board. |
| A.3, P.30, S.1711(c) | Hire special education staff. |
| A.3, P.30, S.1711(d) | Accept and use funds for special education. |
| A.3, P.30, S.1711(e) | Lease, purchase and acquire sites, buildings, equipment for special education programs. |
| A.3, P.30, S.1711(f) | Maintain a record of all handicapped under age 26. |
| A.3, P.30, S.1711(g) | Place handicapped persons in appropriate programs. |
| A.3, P.30, S.1711(h) | Determine compliance, by constituent districts, with statutes and rules relative to special education programs and report cases of non-compliance to State Board. |
| A.3, P.30, S.1711(j) | Receive reports and evaluate persons reported to be handicapped. |
| A.3, P.30, S.1711(k) | Evaluate pupils. |

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| A.3, P.30, S.1716 | Appoint committee of 5 persons to advise ISD Board regarding special education programs and facilities. |
| A.3, P.30, S.1725 | Boards operating under Section 1733 shall prepare and submit special education budget annually. |
| A.3, P.30, S.1727 | Certify special education tax rate in the same manner as other tax rates are certified. |
| A.3, P.30, S.1729 | Shall expend funds collected for special education in accordance with rules of the State Board. |
| A.3, P.30, S.1742 | When employing additional personnel, ISD Board shall first employ staff of constituent districts whose employment is discontinued because the constituent district's program is discontinued. |

## Permissible Duties

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| A.1, P.7, S.5604 | May adopt distinctive name. |
| A.1, P.7, S.628(a) | Establish schools and conduct programs for juvenile wards of the court. |
| A.1, P.7, S.628(b) | Purchase or lease real property. |
| A.1, P.7, S.628(c) | May receive gifts and bequests. |
| A.1, P.7, S.628(d) | Sell, lease or exchange real and personal property. |
| A.1, P.7, S.629(1) | May borrow for operational purposes (working capital). |
| A.1, P.7, S.629(1a) | Issue bonds - long term debt, not to exceed 1/9 of 1% of SEV of ISD. |
| A.1, P.7, S.630 | Administer oaths for qualifying board members. |
| A.1, P.7, S.632(2) | May grant sabbatical leave. |
| A.1, P.7, S.652 | ISD Superintendent shall provide surety bond. |
| A.1, P.7, S.662(4) | May call special elections. |
| A.1, P.7, S.671(2) | May organize and operate regional educational media centers. |
| A.1, P.7, S.673 | May organize and operate co-operative educational recreation programs. |
| A.1, P.7, S.681(1) | May establish and operate area vocational-technical education program. |
| A.1, P.7, S.701(1) | ISDs (2 or more) may combine through annexation. |
| A.1, P.7, S.703(1) | An ISD with less than 5 constituent districts (having no bonded debt) may be disorganized and constituent districts attached to contiguous ISDs. |
| A.2, P.15, S1153(5) | May organize and operate bilingual programs. |

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| A.2, P.16, S.1275 | May contract with other governmental agency for the purpose of providing services within the guidelines for state substance abuse programs. |
| A.2, P.16, S.1285 | May establish nursery schools and day care centers. |
| A.2, P.16, S.1287 | May enter into contracts with other governmental agencies. |
| A.2, P.16, S.1287(2) | May contract with private organizations for vocational education. |
| A.2, P.16, S.1301(3) | May contract with local districts to provide programs for pregnant persons who have withdrawn from regular school attendance. |
| A.2, P.20, S.1456 | May donate or sell books to other public libraries. |
| A.2, P.23, S.1541(3) | May conduct census for districts with less than 1,000 pupils in membership. |
| A.3, P.30, S.1711(2) | May expend 10% but not to exceed $12,500 of the annual budget for special education programs without approval of State Board. |
| A.3, P.30. S.1722 | May submit special education millage question to qualified electors. |
| A.3, P.30, S.1731 | May borrow money and issue bonds to provide facilities and equipment for special education. |
| A.3, P.30, S.1741 | May carry special education pupils in membership and collect state aid. |

Phase I - Identification of Current Services.

Phase I of this project is intended to identify the services now being provided by ISDs and the extent of these services state-wide.

The procedure used in collecting the data relative to this phase of the study consisted of a mailed open-ended checklist which included all of the possible services that could be provided by ISDs. Superintendents of the ISDs were asked to respond with a "yes" or "no" answer to each item.

Of the 58 ISDs, 51 responded. The seven non-respondents represent a fairly good cross section of the population; therefore, it is assumed that the data are not skewed or distorted to a degree which would invalidate the conclusions and inferences drawn from the responses of those ISDs which responded.

The instrument used to collect the data included the following eight (8) major categories of service or responsibility:

I. Instructional Programs
   - A. Special Education
   - B. Remedial and Compensatory Services
   - C. Vocational Education Services
   - D. Other

II. Support Services
   - A. Regular Instruction
   - B. Special Education
   - C. Vocational Education
   - D. Administrative Services
   - E. Operational Services
   - F. Evaluation
   - G. Other

III. Regulatory and Supervisory Services
- A. Audit Functions
- B. Compliance Determination Functions
- C. Monitoring Functions
- D. Other

IV. Research, Demonstration and Evaluation
- A. Locally Supported
- B. State Supported
- C. Federally Supported

V. Staff Development Services
- A. Instructional Staff
- B. Non-instructional Staff
- C. Administrative Staff
- D. Board of Education
- E. Other

VI. Relationships with Other Agencies
- A. Labor Department
- B. Social Services
- C. Mental Health
- D. Health Department
- E. Other

VII. Cooperative Arrangements
- A. With other ISDs
- B. With Local Districts
- C. With Other Agencies of Government
- D. With Private Individuals or Organizations
- E. Other

VIII. Data Processing Services
- A. Type of Equipment
- B. Own, Lease or Rent
- C. Listing of Services
- D. Financial Support of Data Processing Services
- E. Sources of Financial Support for Data Processing

Following is a presentation of the data in summary form with comments and observations relative to each section. These comments are intended to draw the reader's attention to what are considered the important and critical aspects of the data.

In some cases the number of responses will not be equal to the number of respondents. This results from the failure of some respondents to report with regard to certain items.

I. INSTRUCTIONAL PROGRAMS
N = 51

A. Special Education Instruction

| YES | NO | | |
|---|---|---|---|
| 46 | 5 | 1. | Preschool Development |
| 48 | 3 | 2. | Severely Mentally Impaired |
| 47 | 4 | 3. | Trainable Mentally Impaired |
| 20 | 31 | 4. | Educable Mentally Impaired |
| 32 | 19 | 5. | Emotionally Impaired |
| 25 | 26 | 6. | Hearing Impaired |
| 16 | 35 | 7. | Visually Impaired |
| 26 | 25 | 8. | Physically or Otherwise H I |
| 46 | 5 | 9. | Homebound and Hospitalized |
| 18 | 33 | 10. | Learning Disabled |
| 43 | 8 | 11. | Speech and Language Impaired |
| 4 | 47 | 12. | Headstart |
| 3 | 48 | 13. | Other |

I.A. Special Education Instruction

Special education instructional programs, being mandatory, seem to be rather evenly distributed throughout the state.

Examination of the distribution of programs statewide indicates that the two factors most significant seem to be size (both extremes) and size of constituent districts. Those districts which recorded "no" responses to certain service dimensions are the very large and the very small. Also it can be observed that those ISDs with mostly large constituent districts seem to provide less direct service than those with small constituent districts. There is some evidence that ISDs are most apt to provide services in those programs with low incidence ratios, where the clients are dispersed (homebound) and where actual pupil-teacher interaction is minimal.

In summary, it appears that ISDs are heavily involved in special education instruction and in all dimensions of service.

I.B. Remedial and Compensatory Instruction
N = 50

| YES | NO | | |
|---|---|---|---|
| 10 | 40 | 1. | Reading (not Title I) |
| 8 | 42 | 2. | Preschool (not Title I) |
| 4 | 46 | 3. | Alternative (dropouts) |
| 7 | 43 | 4. | Juvenile Home Programs |
| 1 | 49 | 5. | Bilingual |
| 20 | 30 | 6. | Pregnant Pupils |
| 3 | 47 | 7. | Adult Basic Education |
| 6 | 44 | 8. | Outdoor Education |
| 5 | 45 | 9. | Recreational Programs |
| 1 | 49 | 10. | Cultural Development Programs |
| 4 | 46 | 11. | Social Development Programs |
| 14 | 36 | 12. | Substance Abuse |
| 11 | 39 | 13. | Title I Programs |
| 2 | 48 | 14. | Other Remedial and Compensatory |

I.B. Remedial and Compensatory Instruction

Remedial and compensatory education, as a direct service to pupils, is not as extensive as special education. ISDs assume a most active role in program and service to pregnant pupils and substance abuse.

In those instances where services are provided, there appears to be a random distribution with no relationship to one or more ISD characteristics. The one exception is the substance abuse program which tends to occur in those ISDs which have, within the boundaries, a large metropolitan area.

One ISD reports operating bilingual, cultural development and social development programs. This is probably a response to the needs of the large population of Spanish surnamed people.

In summary, it seems that although some remedial and compensatory programs are provided, there is the possibility that this represents an area which should be explored for further development by ISDs.

I.C. Vocational Education Programs

| YES | NO | |
|---|---|---|
| 30 | 21 | 1. Organized and operated directly by your ISD |
| 13 | 38 | 2. Organized and operated in cooperation with one or more ISDs. |

I.D. Other

| YES | NO | |
|---|---|---|
| 22 | 29 | List other vocational instructional programs not included above. |

I.C. and I.D. Vocational Education Programs

Generally, the data indicates that the most extensive vocational education programs operated by ISDs occur in the middle range of ISDs when ranked by size (SEV and population). In most of the large ISDs vocational education is supported by the ISD but operated by local districts. It appears that the smaller ISDs do not provide for vocational education--some indicate that a coordinating service is provided.

In instances when the ISD provides vocational education, the programs are reported as being very comprehensive and, in most instances, are more extensive than what could be provided by a local school district.

Thirteen (13) of the ISDs reported that vocational education is provided in cooperation with other ISDs. All of the thirteen (13) could be categorized as small or medium sized districts, which indicates that a broader population and financial base is needed to adequately support extensive vocational programs.

Twenty-two of the 51 districts reported that vocational education is being provided through arrangements with other institutions such as University Skill Centers, Community College vocational programs and private vocational and trade schools. The most common arrangement of the three mentioned above is the ISD-private trade school relationship. However, in terms of program offerings and numbers of pupils served, the ISD-community college arrangement is most extensive.

II. SUPPORT SERVICES
N = 51

A. Regular Instruction

| YES | NO | | |
|---|---|---|---|
| 14 | 37 | 1. | Reading |
| 10 | 41 | 2. | Math |
| 6 | 45 | 3. | Social Studies |
| 4 | 47 | 4. | Science |
| 8 | 43 | 5. | English (Language Arts) |
| 2 | 49 | 6. | Art |
| 2 | 49 | 7. | Music |
| 2 | 49 | 8. | Physical Education |
| 35 | 16 | 9. | Vocational Education |
| 8 | 43 | 10. | Adult Education |
| 5 | 46 | 11. | Basic Education |
| 3 | 48 | 12. | Community Education |
| 14 | 37 | 13. | Instructional Strategies |
| 3 | | | a. IGE |
| 5 | | | b. Glasser |
| 3 | | | c. Team Teaching |
| 6 | | | d. TABA |
| 8 | | | e. Other |
| 20 | 31 | 14. | Counseling and Guidance |
| 24 | 27 | 15. | Instructional Media |
| 2 | 49 | 16. | Second Language |
| 10 | 41 | 17. | Other |

II. A. Support Services, Regular Instruction

The data obtained from the responses to this set of items demonstrates the effects of economies of scale. Very extensive support services are provided by the larger ISDs when ranked by population and SEV. SEV per pupils does not seem to be a significant variable.

The most extensive support service is provided in the area of vocational education, counseling and guidance, and instructional media.

Data from local superintendents indicate that regular instructional support service is in demand and these data indicate that generally the larger ISDs are more capable of providing it.

II.B. Special Education Support Service

| YES | NO | | |
|---|---|---|---|
| 48 | 3 | 1. | School Psychologist |
| 43 | 8 | 2. | School Social Worker |
| 36 | 15 | 3. | Curriculum Resource Consultant |
| 49 | 2 | 4. | Consultant Service |
| 34 | | | a) Mentally Impaired |
| 33 | | | b) Physically & Health Impaired |
| 36 | | | c) Emotionally Impaired |
| 30 | | | d) Visually Impaired |
| 39 | | | e) Hearing Impaired |
| 36 | | | f) Learning Disabled |
| 1 | | | g) Other (Prevocational and vocational evaluator) |
| 39 | 12 | 5. | Occupational Therapy |
| 43 | 8 | 6. | Physical Therapy |
| 40 | 11 | 7. | Transportation |
| 13 | 38 | 8. | Psychological Clinic Services |
| 39 | 12 | 9. | Psychological Assessment-Diagnosis |
| 13 | 38 | 10. | Speech and Hearing Clinic |
| 18 | 33 | 11. | Instructional Media Specialist |
| 31 | 20 | 12. | Parent Support Systems |
| 19 | 32 | 13. | Instructional Media Production |
| 32 | 19 | 14. | Media and Materials |
| 15 | 36 | 15. | Counseling Services |
| 21 | 30 | 16. | Placement Services |
| 50 | 1 | 17. | Special Education Director |
| 42 | 9 | 18. | Special Education Supervisor |
| 20 | 31 | 19. | Other Support Services |

II. B. Special Education Support Services

Special education support services are rather well distributed throughout the state. There is a slight tendency for services to be more extensive in the middle range of districts when ranked by SEV and population. It may be assumed that the larger and more densely populated districts provide a broader range of services while the reverse would be true for the smaller local districts.

The service areas least represented in this case are those which are clinical in nature, high cost, and have a low incidence rate. Also, these services such as psychological treatment and speech and hearing clinical services may be being provided by other agencies such as mental health, health department or community service agencies.

The significant aspect of this data is that very few of the smaller ISDs provide, on their own, the high cost, highly specialized services which are essential to the total special education program.

II.C. Vocational Education Support Services

| YES | NO | | |
|---|---|---|---|
| 39 | 12 | 1. | Job Placement |
| 29 | 22 | 2. | Vocational Counseling |
| 39 | 12 | 3. | Follow-up Studies |
| 24 | 27 | 4. | Shared-Time Coordinator |
| 34 | 17 | 5. | Curriculum Consulting |
| 30 | 21 | 6. | Instructional Consulting |
| 38 | 13 | 7. | Program Planning |
| 34 | 17 | 8. | Special Needs Services |
| 37 | 14 | 9. | CETA Youth Employment Program |
| 12 | 39 | 10. | Other |

II. C. Vocational Education Support Services

Vocational education support services seem to be more frequently provided by the larger than the smaller ISDs. This tendency is noticeable but not strong. Services are rather well distributed except for the very smallest of the ISDs which report less extensive vocational education support services. Those districts which have voted millage for vocational education programs, not surprisingly, are providing the most extensive array of services. All ISDs, regardless of size, report that they provide some services.

II. D. Administrative Support Service

| YES | NO | | |
|---|---|---|---|
| 30 | 21 | 1. | Cooperative Purhhasing |
| 18 | 33 | 2. | Bookkeeping Services |
| 26 | 25 | 3. | Payroll |
| 35 | 16 | 4. | Financial Consulting |
| 5 | 46 | 5. | Information Services |
| 16 | 35 | 6. | School Plant Planning |
| 16 | 35 | 7. | Budget Preparation |
| 38 | 13 | 8. | Reporting (Financial & Statistical) |
| 7 | 44 | 9. | Negotiations |
| 22 | 29 | 10. | School Census |
| 40 | 11 | 11. | Interpretation of Directives |
| 8 | 43 | 12. | Development of Equipment Specs |
| 27 | 24 | 13. | Substitute Teachers |
| 40 | 11 | 14. | Apply for Substitute Teacher Permits |
| 12 | 39 | 15. | Teacher Recruitment |
| 10 | 41 | 16. | Assist Governing Board of Local Districts in Selection of Administrators |
| 16 | 35 | 17. | Provide Administrative Support for Primary Districts |
| 22 | 29 | 18. | Consult and Assist in Reorganization |
| 8 | 43 | 19. | Other |

II. D. Administrative Support Services

Administrative support represents the area of service traditionally considered the most common and extensive responsibility of the ISD.

In this service dimension, there is a random distribution except for the very largest and the very smallest ISDs which generally report a less extensive range of service than the mid-range of the districts when ranked by size (SEV and population).

Those services which are less frequently offered in the small ISDs appear to be those which require highly specialized skills, heavy investment or expense, and/or deal with management responsibilities which are very sensitive such as labor relations and selection of staff.

It is interesting to note that of the fifteen (15) smallest ISDs, only one provides bookkeeping and payroll services which seems to indicate that the capability to investment in adequate equipment and support staff are the determining variables with regard to the delivery of this service by the ISD.

This service is also more extensive in those ISDs which have a larger proportion of smaller constituent districts.

Also noticeable is the difference in the type of service provided among the three groups of local districts. Those ISDs with a significant number of larger local districts provide a different level of service which is, in a sense, more sophisticated than that provided to smaller districts.

II.E. Operational Support Service

| YES | NO | | |
|---|---|---|---|
| 10 | 41 | 1. | Equipment Repair |
| 7 | 44 | 2. | School Bus Inspection |
| 23 | 28 | 3. | School Bus Routing |
| 19 | 32 | 4. | School Lunch Planning |
| 28 | 23 | 5. | Development of School Calendar |
| 30 | 21 | 6. | Printing and Duplicating |
| 18 | 33 | 7. | Graphic Illustrating |
| 8 | 43 | 8. | Inventory Control |
| 5 | 46 | 9. | Property Management |
| 23 | 28 | 10. | Records and Data Retention and Storage |
| 13 | 38 | 11. | Legal Assistance and Consulting |
| 6 | 45 | 12. | Other |

II. E. Operational Support Services

The types of service included in this category represent functions which are ideally suited to management and delivery on a regional basis.

Responses to these items are, as in other cases, rather randomly distributed state-wide. There is a slight tendency for services to fall off at the upper and lower extremes when districts are ranked by size. Items #8 and 9 seem to be associated with computer availability which is in turn related to size of district.

Except for printing and duplicating, less than half of the ISDs provide a reasonable array of operational support services. There is no instance where any one district provides all services listed. There are, however, several ISDs which reported that none of the services are provided.

## II.F. Evaluation Support Services

| YES | NO | | |
|---|---|---|---|
| 23 | 28 | 1. | State Assessment Program |
| 13 | 38 | 2. | Local Assessment Programs |
| 25 | 26 | 3. | Needs Assessment |
| 10 | 41 | 4. | Staff Evaluation |
| 13 | 38 | 5. | Instructional Program Evaluation |
| 9 | 42 | 6. | Cost Studies |
| 11 | 40 | 7. | Literature Review (ERIC) |
| 11 | 40 | 8. | Curriculum Studies |
| 8 | 43 | 9. | Administrative Organization Studies |
| 21 | 30 | 10. | Enrollment Trend Studies |
| 4 | 47 | 11. | Maintenance and Custodial Services |
| 6 | 45 | 12. | Other |

## II. F. Evaluation Support Services

The two most prevalent evaluation support services include needs assessment and assistance with the state assessment program.

Although evaluation services are not extensively provided, the distribution is rather evenly distributed throughout the state. All ISDs reported offering some evaluation services. There appears to be some tendency for the larger ISDs to be engaged in assistance with testing, instructional program evaluation and curriculum studies while the smaller ISDs are most heavily involved in enrollment trend studies. Of the 12 smallest ISDs, none reported any evaluation services in the areas of instructional program evaluation, cost studies and curriculum studies.

From the nature of the examples cited in the returns it appears that the evaluation support service that is provided is stimulated by and originates from state and federally funded projects.

II. G. Other Support Services

Of the 51 districts reporting, 46 indicated that they are engaged in career education planning and program development. No data were collected which would describe the dimensions of career education planning and curriculum development. The extent of this activity is no doubt the result of legislation and stimulation from state level agencies.

Of the ISDs reporting, 20 indicated that they were REMC fiscal agents. The services provided through the REMC are quite similar but appear to be more extensive in some areas than others. The common profile of services includes circulation of materials, production of materials, film library, equipment repair, cooperative purchasing of AV equipment, teacher in-service, ITV and planning assistance.

Only one district reported a professional library. One other district maintains a legal library.

III. REGULATORY AND SUPERVISORY FUNCTIONS

A. Audit Functions

| YES | NO | | |
|---|---|---|---|
| 32 | 19 | 1. | Financial |
| 50 | 1 | 2. | Membership |
| 48 | 3 | 3. | Food Service |
| 51 | 0 | 4. | Transportation |
| 2 | 49 | 5. | Other |

III. B. Compliance Determination Functions

| | | | |
|---|---|---|---|
| | | 1. | Non-Public Schools |
| 10 | 41 | | a) Program |
| 26 | 25 | | b) Teacher Certification |
| 28 | 23 | | c) Teacher Certification - Registration |
| 48 | 3 | 2. | Membership Reports |
| 45 | 6 | 3. | Attendance |
| 10 | 41 | 4. | Bus Inspecting |
| 41 | 10 | 5. | Food Services Nutrition Requirements |
| 48 | 3 | 6. | Special Education Statutes and Regulations |
| 3 | 48 | 7. | Other |

III.A and III.B. Regulatory and Compliance Functions

Regulatory and compliance determination functions are perceived to be the most traditional functions of the ISD. The reports indicate that most ISDs are heavily engaged in these functions.

Financial audit services seem to be more prevalent in those ISDs which have a substantial number of primary and small districts of the fourth class.

A surprisingly large number of the ISDs reported no involvement in the determination of statuatory compliance on the part of non-public schools.

Three of the smallest ISDs reported no involvement in local district special education statuatory compliance.

With the exception noted above responses were randomly distributed with no distinct or noticeable pattern attributable to size or geographic location.

III.C. Monitoring Functions

| YES | NO | | |
|---|---|---|---|
| 45 | 6 | 1. | Teacher Certification and Assignment |
| 37 | 14 | 2. | Hours of Instruction |
| 41 | 10 | 3. | Days of Attendance |
| 10 | 41 | 4. | Fire Drills |
| 14 | 37 | 5. | Curriculum, Legal Requirements |
| 18 | 33 | 6. | Title IX Compliance |
| 14 | 37 | 7. | Students' Rights, Appeals |

III.D. Other Regulatory and Supervisory Functions

| | | | |
|---|---|---|---|
| 6 | 45 | | |

III. C. AND III. D. Monitoring Functions

Although there is no legal requirement that ISDs enforce local district compliance with the statutory requirements referred to in this section, at least 50% report some degree of involvement in monitoring the extent of local district compliance.

The responses to these items indicate a stronger trend for the smaller ISDs to be involved in these activities than the larger ISDs.

Of the districts reporting, seven indicate no involvement or responsibility regarding any of the items. These seven districts are broadly distributed throughout the range of size and geographic location.

IV. A, B and C. Research, Demonstration and Evaluation

Thirty-two of the 51 districts reporting indicate that they are engaged in some form of research, demonstration and/or evaluation.

Ten districts report research activities supported with local (ISD) resources, 20 are engaged in some research activity supported by state funds and 16 report research activities supported by federal funds.

The subjects of these projects, judging from the captions and titles, cover a wide spectrum of interests. Also, a broad definition of research and evaluation would be needed to include all of the projects.

Most of the projects are not, even in a general sense, research projects but rather are adoptions of practices developed elsewhere, in-service for staff and alternative programs for exceptional children. Very few of the projects, judging from the descriptions, fit the definition of a research project; that is, a terminal activity which has as its purpose to discover, verify, analyze or develop a system, practice or product related to education.

These activities are quite generally distributed among the ISDs geographically but are more common among the larger ISDs. The data indicate that although 32 of 51 districts are engaged in research, evaluation, and/or demonstration it appears that the smaller of the ISDs have a single project, if any, while the larger districts appear to have a "program" which would include permanent staff and a more permanent commitment to this function.

## V. STAFF DEVELOPMENT - IN-SERVICE

| YES | NO | | |
|---|---|---|---|
| 39 | 12 | A. | Instructional |
| 32 | 19 | B. | Non-Instructional |
| 35 | 16 | C. | Administrators |
| 28 | 23 | D. | Board of Education |
| 9 | 42 | E. | Other |

V. A, B, C, D, E. Staff Development

Of the 51 ISDs reporting, 39 provided some in-service for instructional staff, 32 provided in-service for non-instructional staff, 35 provided in-service for administrators and 28 provided in-service for board of education members. Ten ISDs reported no in-service activities. These districts tend to be the smaller rural ISDs.

The staff development activities reported tend to be heavily weighted toward (1) special education, (2) career education and (3) vocational education. Judging from the content described much emphasis was placed upon development of understanding and compliance with statutes and regulations.

In the area of non-instructional staff most of the in-service dealt with bus drivers and food service staff. Emphasis seems to be placed upon upgrading skills and certification.

Administrators and board of education in-service is, for the most part, characterized by meetings and conferences held on a regular basis.

## VI. RELATIONSHIP WITH OTHER AGENCIES

| YES | NO | | |
|---|---|---|---|
| 21 | 29 | A. | Labor Department |
| 27 | 23 | B. | Social Services |
| 36 | 14 | C. | Mental Health |
| 28 | 22 | D. | Department of Health |
| 24 | 26 | E. | Other |

VI. A - E. Relationships with Other Agencies

Relationships with other agencies appear to be for the most part randomly distributed except for items "B" and "D." When ranked by size, approximately half of the smaller ISDs reported no relationships with Social Services and/or Department of Health.

The relationships with the Labor Department consist mostly of job placement and manpower planning. Some reported involvement in aptitude testing and work experience programs especially for the handicapped.

The relationships with Social Services consist primarily of activities dealing with child abuse, foster care, sheltered workshop experiences and services for migrants.

Relationships with the State Mental Health Department were most commonly reported of all relationships with other state agencies. These relationships consist mainly of services to older mentally retarded (referrals), emotionally impaired, child guidance clinics, family counseling, diagnostic services, and membership on community mental health boards.

Relationships with the Department of Health (County Health Department) consist of vision and hearing screening, pregnant pupil counseling, TB tests, immunization, health services for migrant children, school lunch evaluations, building inspection, health programming in curriculum, and pre-school health testing.

Other relationships reported are with the DNR, WMU, NMU, Probate Court, and various community colleges.

## VII. COOPERATIVE ARRANGEMENTS
N = 49

| YES | NO | | |
|---|---|---|---|
| 47 | 2 | A. | With Other ISDs |
| 37 | 12 | B. | With Other Local Districts |
| 27 | 22 | C. | With Other Governmental Units or Agencies |
| 20 | 29 | D. | With Private Individuals and/or Organizations |
| 5 | 44 | E. | Other Cooperative Arrangements |

VII. A - E. Cooperative Arrangements

Of the 49 ISDs reporting 47 indicated that there were cooperative arrangements with other ISDs.

The most common of these cooperative arrangements deals with data processing, media distribution, and special education instructional materials. Some other arrangements include cooperative purchasing, school lunch nutrition evaluation, professional development (PDAC), limited bookkeeping and payroll services, and a wide variety of special education services and functions.

Cooperative arrangements with other local districts deal primarily with special education, vocational education and data processing. Others include Indian education programs, cooperative testing, in-service programs, cooperative purchasing, transportation, Title I planning, and driver education.

Those ISDs which reported cooperative relationships with other governmental units indicated that these relationships dealt with services in three primary areas: health and recreation, employment, and data processing.

The fact that 47 of the 51 ISDs are cooperating with other ISDs seems to provide substantial evidence that a broader base (population and SEV) is needed to support several important service dimensions.

Cooperative arrangements between ISDs and private individuals and/or private organizations are limited and consist of purchase or sale of computer time, business

education (Chamber of Commerce), job training (private trade schools), and transportation of the handicapped.

Other cooperative arrangements reported were improperly categorized and should have been reported elsewhere.

The responses from the 49 ISDs that reported data indicate that there is a slight tendency for more cooperative arrangements to exist in the non-urban areas except for relationships with non-governmental organizations which is slightly more common in the urban areas and in the larger ISDs.

VIII. A,B,C. Data Processing Services

Of the 51 ISDs reporting 38 are providing some data processing service. Twenty-two are using IBM equipment, three use NCR, one uses Honeywell, two use Burroughs, two use Hewlett-Packard, and ten are using some type of mini-computer or did not identify equipment.

Of the 22 using IBM equipment, 13 reported owning the equipment, four are leasing, three are renting, two are buying time. The equipment characteristics and general specifications as reported are as follows:

| | Number of Users |
|---|---|
| IBM 370/158 | 2 |
| " 360/30 | 1 |
| " 360/65 | 1 |
| " System 3 | 2 |
| " System 3 Mod. 10 | 2 |
| " System 32 | 3 |
| " Printer and 3742 Input only. (CPU owned by private corporation.) | 1 |
| " Keypunch only | 1 |
| " 5100 | 1 |
| " 370/145 | 1 |
| " 360/Mod 20 | 1 |
| " 370/155 | 1 |
| " 360/50 | 1 |
| " 370/168 | 2 |
| " 370/138 | 1 |
| " 370/115 | 1 |

The range of capability is extremely varied as can be judged by examining hardware and program descriptions.

NCR equipment is described as follows:

| Type | Number of Users |
|---|---|
| NCR 200 | 1 |
| NCR ? | 2 |

This equipment, although not described in detail, seems to have reasonably extensive capability judging from the description of services provided.

There is one Honeywell user with H-200 equipment. This system seems to have reasonable capability based upon examination of the programs reported.

There are two Burroughs users. One is an L8000 providing payroll services only. The other is a B1726 used for extensive financial and pupil personnel services.

There are two ISDs which provide extensive services using Hewlett-Packard HP2000 equipment. The service includes some management functions in addition to instructional applications.

In addition to the above, there are ten other ISDs with varied hardware and systems. Some of these operations are marginal while others are quite sophisticated. Six of the ten provide services by contracting with another ISD or a private organization. The remaining four operate limited programs with a variety of minicomputers.

VIII. D and E. Data Processing Services

Of the 51 districts reporting, 37 responded to these items. Of the 37, 22 reported charging for services while 15 did not charge. Of those ISDs which charged for services, the extent of ISD support for this function ranged from 100% to 50% of the total cost.

The responses to item "E" indicate that the primary source of support for data processing services is the general fund of the ISD. The second most important source of support is from fees for service with special education, federal grants and miscellaneous providing the remainder.

The data reported regarding equipment and services indicates that there is ample capability to provide data processing services state-wide with proper distribution and coordination. In addition there is a need for standardization of systems design, programming and file maintenance.

## Phase II - Inventory of Functions and Services of Intermediate School Districts as Perceived by Local School Superintendents.

This phase of the study is intended to assess the perceptions of local school superintendents relative to their attitudes and expectations regarding the type and extent of services which should be provided by the ISD. It is assumed that this information will provide the means for conducting a discrepancy analysis which in turn should provide a base upon which to build future program elements. Superintendents included in the sample were asked to respond to each item regarding its suitability as a service of the ISD and also to indicate the strength of their feeling regarding each item.

Each section of the instrument is presented with an overview and summary statement pointing out significant aspects of various items. Differences between groups (small districts, medium-sized, and large) are noted wherever these differences are significant.

It should be noted that the number of responses do not, in some cases, equal the number of districts in the sample. This results from the failure of the respondents to respond, in certain instances, to specific items.

## I. GENERAL (REGULAR) INSTRUCTIONAL PROGRAMS

### A. Instructional Program

| YES | NO | FEEL STRONGLY | NO STRONG FEELING | | |
|---|---|---|---|---|---|
| 15 | 113 | 93 | 26 | 1. | ISDs should operate programs for "regular" pupils as a regular practice. |
| 52 | 74 | 63 | 45 | 2. | Under no circumstances should ISDs operate programs for "regular" pupils. |
| 83 | 43 | 79 | 39 | 3. | ISDs should operate instructional programs for regular pupils only upon request of local districts. |
| 61 | 66 | 60 | 51 | 4. | ISDs should have authority to operate needed programs when local districts fail to do so, i.e. gifted, enrichment, summer school, etc. (Assume need has been established.) |
| 46 | 83 | 69 | 48 | 5. | ISDs should organize and operate all programs for special education pupils and provide all services associated with special education. |
| 35 | 89 | 64 | 47 | 6. | ISDs should not operate special education instructional (classroom) programs. |
| 8 | 119 | 79 | 28 | 7. | ISDs should not be involved in any service associated with special education. |
| 84 | 42 | 69 | 38 | 8. | ISDs should organize and operate a special education program or service only upon request of one or more local districts. |

| YES | NO | FEEL STRONGLY | NO STRONG FEELING | | |
|---|---|---|---|---|---|
| 93 | 36 | 68 | 38 | 9. | ISDs should be involved in special education programs and services in the same manner and to the same extent that current practice indicates. |
| 34 | 93 | 70 | 41 | 10. | ISDs should organize and operate <u>all</u> programs of vocational-technical instruction. |
| 16 | 101 | 59 | 49 | 11. | ISDs should <u>not</u> operate vocational-technical programs under any circumstances. |
| 11 | 114 | 63 | 39 | 12. | ISDs should not be involved in any service associated with vocational-technical education. |
| 83 | 45 | 57 | 48 | 13. | ISDs <u>should</u> operate vocational-technical programs only upon request of local districts. |
| 76 | 48 | 57 | 47 | 14. | ISDs should have authority to organize and operate needed vocational-technical programs when local school districts fail to do so. (Assume need is established.) |

I. A. General (Regular) Instructional Programs

All superintendents included in the sample were asked to respond to a set of items intended to solicit their opinions regarding the degree to which the ISD should be involved in the direct delivery of services to pupils in grades K-12.

Very few (15) indicated that ISDs should be involved in direct delivery of services to regular pupils. Regular pupils are defined as those which are not exceptional such as the mentally and physically handicapped, socially disoriented, pregnant, etc. In addition most felt very strongly about their position. However, the response to item I. A. 2 indicates that this possibility should not be ruled out categorically. It is interesting to note that a higher percentage of the large districts considered this as a viable alternative than did the smaller- and medium-sized districts.

Practically all superintendents felt that the ISD should be involved in special education services. A surprisingly large number (48) indicated that the ISD should provide <u>all</u> special education services. Of the 46 "yes" responses to item I. A. 5, all but six were from small- and medium-sized districts.

Only 11 superintendents felt that ISDs should not be involved in vocational education. Of the 11, five were medium-sized districts. Significantly, a majority of the superintendents felt that ISDs should operate vocational

education programs when local districts fail to do so. Also, a significant number (34) of the respondents indicated that the ISD should operate all vocational education. Of these respondents all but five were small- and medium-sized districts.

Generally speaking, local district superintendents are not as opposed to having the ISD become an operating school district as conventional wisdom might imply. There is, however, a strong tendency to avoid competition in and fragmentation of the regular instructional programs.

II. REGULAR INSTRUCTIONAL PROGRAMS

| YES | NO | FEEL STRONGLY | NO STRONG FEELING | | |
|---|---|---|---|---|---|
| 54 | 72 | 55 | 56 | 1. | Academic Enrichment |
| 30 | 96 | 52 | 61 | 2. | Summer School |
| 38 | 89 | 42 | 67 | 3. | Remedial Instruction |
| 82 | 43 | 38 | 71 | 4. | Programs for School Leavers |
| 90 | 36 | 39 | 72 | 5. | Programs for Incorrigibles |
| 39 | 88 | 47 | 64 | 6. | Adult Education |
| 88 | 40 | 43 | 71 | 7. | Programs for Pregnant Pupils |
| 25 | 105 | 52 | 57 | 8. | Guidance and Counseling Services |
| 58 | 67 | 65 | 45 | 9. | Vocational-Technical Programs |
| 66 | 61 | 41 | 67 | 10. | Programs for Gifted and Talented |
| 37 | 90 | 37 | 73 | 11. | Second Language Programs |
| 32 | 94 | 36 | 73 | 12. | Cultural Development Programs |
| 27 | 98 | 39 | 70 | 13. | Social Development Programs |
| 41 | 88 | 41 | 68 | 14. | Preschool Programs |
| 44 | 85 | 36 | 75 | 15. | Outdoor Education Programs |
| 75 | 51 | 40 | 71 | 16. | Alternative Schools |
| 41 | 87 | 41 | 70 | 17. | Headstart |
| 3 | 125 | 81 | 29 | 18. | Basic Academic Programs |

II. Regular Instructional Programs

Respondents were asked to express an opinion regarding the efficacy of ISD operation of various aspects of the regular instructional programs. Only three local district superintendents indicated that ISDs should be involved in operation of basic academic programs. However, a substantial number of respondents gave strong indication that the ISD should operate programs providing direct instruction to pupils. This is especially true of the programs dealing with incorrigibles, pregnant pupils, gifted and talented, alternative school programs and dropouts. This may be the result of low incidence rates or the need for specialized staff which the local district does not have or cannot afford.

Looking at the various strata of districts, the larger districts are less inclined to have the ISD operate programs while the small- and medium-sized districts appear to be more willing to have the ISD operate programs especially the low incidence, high cost programs.

## III. SPECIAL EDUCATION CLASSROOM PROGRAMS

| YES | NO | FEEL STRONGLY | NO STRONG FEELING | | |
|---|---|---|---|---|---|
| 79 | 42 | 46 | 54 | 1. | Preschool Development |
| 80 | 37 | 50 | 50 | | a) Home Program |
| 70 | 46 | 45 | 53 | | b) Classroom |
| 118 | 5 | 85 | 19 | 2. | Severely Mentally Impaired |
| 116 | 10 | 84 | 21 | 3. | Trainable Mentally Impaired |
| 59 | 63 | 58 | 47 | 4. | Educable Mentally Impaired |
| 86 | 38 | 61 | 45 | 5. | Emotionally Impaired |
| 106 | 18 | 72 | 32 | 6. | Hearing Impaired |
| 109 | 19 | 74 | 30 | 7. | Visually Impaired |
| 102 | 21 | 68 | 38 | 8. | Physically or Otherwise Health Impaired (POHI) |
| 108 | 16 | 65 | 43 | 9. | Homebound and Hospitalized |
| 57 | 69 | 51 | 52 | 10. | Learning Disabled |
| 78 | 47 | 63 | 43 | 11. | Speech and Language Impaired |

III. Special Education Classroom Programs

The data obtained regarding special education programs strongly indicates that local district superintendents are willing to relinquish special education to the ISD. In only two instances did the majority of respondents feel that local districts should operate programs -- educable mentally impaired and learning disabled. Further, in both of these instances there was no strong feeling expressed with regard to whether or not the ISD should operate these programs.

Examining the responses from the three groups of districts, it is apparent that the small- and medium-sized districts are more willing to give the responsibility for special education to the ISD than are the large districts.

It can be generalized from the data that local school district superintendents rather strongly believe that special education is an ISD function and that the ISD should become more directly involved with the operation of programs and direct service to pupils.

IV. INSTRUCTIONAL SUPPORT SERVICES

| YES | NO | FEEL STRONGLY | NO STRONG FEELING | | |
|---|---|---|---|---|---|
| 60 | 66 | 60 | 52 | 1. | Reading |
| 52 | 74 | 59 | 54 | 2. | Math |
| 42 | 75 | 46 | 65 | 3. | Social Studies |
| 47 | 81 | 48 | 63 | 4. | Science |
| 48 | 52 | 52 | 58 | 5. | English (Language Arts) |
| 41 | 86 | 50 | 60 | 6. | Art |
| 34 | 94 | 47 | 62 | 7. | Music |
| 33 | 95 | 51 | 58 | 8. | Physical Education |
| 95 | 30 | 62 | 48 | 9. | Vocational Education |
| 52 | 76 | 44 | 66 | 10. | Adult Education |
| 37 | 91 | 49 | 59 | 11. | Basic Education |
| 40 | 87 | 52 | 58 | 12. | Community Education |
| 58 | 67 | 39 | 69 | 13. | Instructional Strategies |
| 81 | 48 | 44 | 67 | 14. | Instructional Strategies for Gifted |
| 50 | 78 | 48 | 61 | 15. | Counseling and Guidance |
| 92 | 35 | 51 | 58 | 16. | Instructional Media |
| 41 | 86 | 35 | 72 | 17. | Second Language |
| 87 | 41 | 50 | 60 | 18. | Career Education |
| 74 | 53 | 48 | 61 | 19. | Curriculum Development Strategies |
| 96 | 32 | 63 | 49 | 20. | In-service, Instructional Staff |

IV. Instructional Support Services

The data indicates that the smaller districts would expect instructional support services to a greater extent than the large districts.

All three groups of districts would expect ISD support service in the program areas of vocational education, instructional media, career education and in-service training for instructional staff. The small- and medium-sized districts strongly indicated that the ISD should assume responsibility for support services in the program areas of services to the gifted and talented and general curriculum development. The small district demands an even greater array of support services from the ISD which includes the above plus reading, math, language arts, adult education, instructional strategies, and counseling and guidance.

In general, the local district superintendents look to the ISD for extensive instructional support service. The data reported by the ISDs (Phase I) indicate that the ISDs, especially the smaller groups, are not now providing extensive instructional support service.

V. SPECIAL EDUCATION SUPPORT SERVICES

| YES | NO | FEEL STRONGLY | NO STRONG FEELING | | |
|---|---|---|---|---|---|
| 116 | 15 | 84 | 41 | 1. | School Psychologist |
| 100 | 30 | 77 | 35 | 2. | School Social Worker |
| 88 | 40 | 58 | 55 | 3. | Curriculum Resource Consultant |
| 91 | 22 | 60 | 36 | 4. | Consultant Service |
| 101 | 26 | 67 | 40 | | a) Mentally Impaired |
| 106 | 23 | 70 | 37 | | b) Physically and Health Impaired |
| 99 | 27 | 71 | 36 | | c) Emotionally Impaired |
| 103 | 25 | 72 | 33 | | d) Visually Impaired |
| 105 | 22 | 71 | 37 | | e) Hearing Impaired |
| 98 | 28 | 65 | 44 | | f) Learning Disabled |
| 108 | 22 | 64 | 42 | 5. | Occupational Therapy |
| 116 | 14 | 66 | 39 | 6. | Physical Therapy |
| 93 | 31 | 57 | 50 | 7. | Transportation |
| 98 | 19 | 70 | 36 | 8. | Psychological Clinic Service |
| 110 | 16 | 76 | 32 | 9. | Psychological Assessment/Diagnostic Services |
| 106 | 20 | 72 | 35 | 10. | Speech & Hearing Clinic |
| 91 | 34 | 44 | 58 | 11. | Instructional Media Specialist |
| 54 | 63 | 39 | 65 | 12. | Parent Support Program |
| 90 | 35 | 35 | 66 | 13. | Instructional Media Production |
| 100 | 27 | 52 | 54 | 14. | Media and Materials |
| 59 | 67 | 42 | 62 | 15. | Counseling Service |
| 84 | 42 | 50 | 52 | 16. | Placement Service |
| 107 | 22 | 70 | 32 | 17. | Special Education Director |
| 86 | 43 | 58 | 46 | 18. | Special Education Supervisor |
| 108 | 20 | 52 | 49 | 19. | Vocational/Special Education Coordination |
| 95 | 22 | 50 | 42 | 20. | In-services, Special Education Staff |

V. Special Education Support Services

With only two exceptions, parent support programs and counseling service, the majority of respondents ascribe special education support services to the ISD. In addition, the majority of respondents feel strongly about their opinions regarding these services. Although the majority of superintendents of all districts believe that these are appropriate functions of the ISD, the tendency becomes more pronounced in the medium- and small-sized districts.

The two exceptions identified above occur only in the group of large school districts. However, the data strongly suggests that local school superintendents believe that special education is a service best provided by the ISD.

## VI. VOCATIONAL EDUCATION - SUPPORT SERVICES

| YES | NO | FEEL STRONGLY | NO STRONG FEELING | | |
|---|---|---|---|---|---|
| 94 | 33 | 51 | 54 | 1. | Job Placement |
| 79 | 47 | 45 | 48 | 2. | Vocational Counseling |
| 94 | 36 | 50 | 53 | 3. | Follow-up Studies |
| 91 | 36 | 44 | 61 | 4. | Shared-Time Coordinator |
| 81 | 44 | 45 | 49 | 5. | Curriculum Consulting |
| 76 | 52 | 43 | 62 | 6. | Instructional Consulting |
| 81 | 46 | 43 | 62 | 7. | Program Planning |
| 98 | 29 | 42 | 62 | 8. | Special Needs Services |
| 73 | 43 | 43 | 60 | 9. | CETA Youth Employment Program Coordination |
| 75 | 51 | 42 | 63 | 10. | Assessment |
| 94 | 34 | 43 | 63 | 11. | Instructional Media Development and Distribution |
| 101 | 24 | 54 | 50 | 12. | In-service, Vocational Education Staff |

VI. Vocational Education Support Services

Collectively, the majority of the respondents feel that vocational education support service is a function of the ISD. The only exceptions occur in the data from the large district group and include instructional consulting, program planning, CETA coordination and vocational interest and assessment. As with special education the tendency to ascribe these functions to the ISD is substantially more pronounced with the small- and medium-sized groups of districts; however, in all cases the majority of the respondents indicated that vocational education's support service is definitely a service to be provided by the ISD.

VII. ADMINISTRATIVE SUPPORT SERVICES

| YES | NO | FEEL STRONGLY | NO STRONG FEELING | | |
|---|---|---|---|---|---|
| 109 | 22 | 48 | 62 | 1. | Cooperative Purchasing |
| 61 | 68 | 42 | 66 | 2. | Bookkeeping Services |
| 57 | 69 | 47 | 61 | 3. | Payroll |
| 56 | 72 | 48 | 69 | 4. | Financial Consulting |
| 86 | 38 | 45 | 65 | 5. | Information Services |
| 49 | 78 | 34 | 72 | 6. | School Plant Planning |
| 35 | 90 | 44 | 61 | 7. | Budget Preparation |
| 67 | 58 | 49 | 57 | 8. | Reporting (Financial and Statistical) |
| 43 | 85 | 47 | 60 | 9. | Negotiations (Labor Relations) |
| 87 | 40 | 52 | 57 | 10. | School Census |
| 88 | 38 | 55 | 52 | 11. | Interpretation of Directiveness and Regulations |
| 47 | 81 | 38 | 68 | 12. | Development of Equipment Specs |
| 52 | 75 | 45 | 63 | 13. | Substitute Teachers |
| 77 | 52 | 56 | 51 | 14. | Apply for Substitute Teacher Permits |
| 40 | 89 | 65 | 44 | 15. | Teacher Recruitment |
| 37 | 91 | 70 | 42 | 16. | Assist Governing Boards of Local Districts in Selection of Administrators |
| 74 | 52 | 50 | 58 | 17. | Provide Administrative Support for Primary Districts |
| 94 | 33 | 47 | 64 | 18. | Consult and Assist in Reorganization Plans |
| 96 | 34 | 48 | 61 | 19. | In-service, Administrative Staff |
| 74 | 53 | 49 | 61 | 20. | Development of School Calendar |
| 83 | 42 | 45 | 62 | 21. | Public Relations Programs |
| 105 | 22 | 51 | 55 | 22. | Analysis & Dissemination of Legal, Regulatory, and Legislative Decisions and Actions |

VII. Administrative Support Services

The data received from respondents regarding administrative support services are randomly distributed and somewhat inconsistent among the groups of districts. It appears that the large district and small district groups would expect these services from the ISD to a greater extent than the medium size district group.

A vast majority of districts expect cooperative purchasing services from the ISD. The large and small district groups expect payroll services from the ISD while the medium-sized group does not. A majority of medium-sized districts would like assistance in plant planning while the small and large districts, in general, would not. There is consistency in the expectation that the ISD should provide assistance in the interpretation of directories and regulations and the dissemination of information regarding legal and legislative actions. All groups of districts expressed a high degree of agreement regarding the ISD responsibility for assisting the local districts with public relations programs.

In general, all districts expressed a substantial need for continuous technical assistance and assistance with major problems of a non-recurring nature such as public relations programs, reorganization and legal problems.

VIII. OPERATIONAL SUPPORT SERVICES

| YES | NO | FEEL STRONGLY | NO STRONG FEELING | | |
|---|---|---|---|---|---|
| 99 | 28 | 43 | 59 | 1. | Equipment Repair |
| 64 | 64 | 46 | 59 | 2. | School Bus Inspection |
| 38 | 88 | 46 | 53 | 3. | School Bus Routing |
| 42 | 86 | 42 | 61 | 4. | School Lunch Planning |
| 79 | 50 | 34 | 70 | 5. | Printing and Duplicating |
| 82 | 44 | 30 | 75 | 6. | Graphic Illustrating |
| 40 | 88 | 34 | 70 | 7. | Inventory Control |
| 38 | 90 | 37 | 68 | 8. | Property Management |
| 69 | 59 | 32 | 72 | 9. | Records and Data Retention and Storage |
| 61 | 66 | 40 | 65 | 10. | Legal Assistance and Consulting |
| 55 | 71 | 42 | 63 | 11. | Pupil Transportation |
| 31 | 97 | 40 | 64 | 12. | Bus Repair and Maintenance |
| 17 | 111 | 42 | 63 | 13. | Building Maintenance |
| 22 | 105 | 44 | 59 | 14. | School Lunch Preparation and Distribution |
| 109 | 17 | 61 | 48 | 15. | Data Processing Services |
| 74 | 52 | 41 | 64 | 16. | Pupil Health Services |

VIII. Operational Support Services

Although there is general consistency in the type and extent of operational support service expected by all districts, the smaller districts expressed a greater expectation than the medium and large district groups.

All groups expressed a high degree of agreement regarding the need for data processing services from the ISD. In addition, equipment repair, health services, graphic services and printing are expressed as high priority services expected from the ISD.

In general, the services for which there is the highest demand are usually those which require a heavy investment and are high cost and technical in nature.

IX. EVALUATION SUPPORT SERVICES

| YES | NO | FEEL STRONGLY | NO STRONG FEELING | | |
|---|---|---|---|---|---|
| 52 | 79 | 42 | 64 | 1. | State Assessment Program |
| 38 | 89 | 50 | 57 | 2. | Local Assessment Program |
| 61 | 65 | 43 | 64 | 3. | Needs Assessment |
| 14 | 110 | 55 | 51 | 4. | Staff Evaluation |
| 40 | 87 | 46 | 61 | 5. | Instructional Program Evaluation |
| 69 | 59 | 35 | 71 | 6. | Cost Studies |
| 66 | 60 | 20 | 75 | 7. | Literature Review (ERIC) |
| 51 | 76 | 41. | 65 | 8. | Curriculum Studies |
| 50 | 76 | 34 | 70 | 9. | Administrative Organization Studies |
| 90 | 37 | 50 | 68 | 10. | Enrollment Trend Studies |
| 25 | 103 | 37 | 67 | 11. | Maintenance and Custodial Services |
| 54 | 72 | 41 | 66 | 12. | Voter Analysis |
| 58 | 69 | 37 | 67 | 13. | Community Attitude Surveys |
| 88 | 41 | 52 | 58 | 14. | Proposal Writing |
| 93 | 35 | 55 | 55 | 15. | Project Application Writing |
| 87 | 41 | 53 | 57 | 16. | Program Application Writing |

IX. Evaluation Support Services

The demand for these services is greater among the small-sized districts than that expressed by the medium- and large-sized districts.

All groups to a great extent expect assistance in proposal writing, project application preparation and program application writing. In addition, all groups desire assistance in forecasting enrollment trends. Only the group of small districts ascribed the function of needs assessment to the ISD.

In general, it appears that the local districts are willing to assign the non-threatening functions but will retain those functions which may have the potential to generate information which may be disruptive. For example, only the group of small districts expressed some desire for curriculum and instructional program analysis. These data are quite consistent with the data presented in section XI of this phase of the report.

X. REGULATORY AND SUPERVISORY FUNCTIONS

| YES | NO | FEEL STRONGLY | NO STRONG FEELING | | |
|---|---|---|---|---|---|
| | | | | A. | Audit Functions |
| 86 | 43 | 49 | 55 | | 1. Financial |
| 114 | 15 | 55 | 49 | | 2. Membership |
| 91 | 49 | 46 | 59 | | 3. Food Service |
| 98 | 32 | 48 | 56 | | 4. Transportation |
| | | | | B. | Compliance Determination Functions |
| 115 | 11 | 48 | 54 | | 1. Membership Reports |
| 105 | 22 | 49 | 52 | | 2. Attendance (truancy) |
| 75 | 52 | 43 | 70 | | 3. Bus Inspecting |
| 82 | 41 | 31 | 72 | | 4. Food Service, Nutrition |
| 116 | 11 | 54 | 50 | | 5. Special Education Statutory Requirements |
| 120 | 9 | 54 | 50 | | 6. Special Education Regulatory Requirements |
| 92 | 34 | 42 | 62 | | 7. Non-public School Programs |
| 92 | 34 | 48 | 55 | | 8. Non-public Teacher Certification |
| 91 | 34 | 47 | 55 | | 9. Non-public Teacher Certification Registration |
| 70 | 59 | 44 | 60 | | 10. Teacher Physical Examinations, TB Tests |
| | | | | C. | Monitoring Functions |
| 89 | 40 | 45 | 59 | | 1. Teacher Certification and Assignment |
| 87 | 41 | 35 | 69 | | 2. Hours of Instruction |
| 85 | 41 | 38 | 66 | | 3. Days of Attendance |
| 64 | 59 | 33 | 72 | | 4. Fire Drills |
| 78 | 50 | 39 | 64 | | 5. Curriculum, Legal Requirements |
| 65 | 63 | 39 | 66 | | 6. Title IX Compliance |
| 55 | 72 | 43 | 60 | | 7. Students' Rights, Appeals |

| YES | NO | FEEL STRONGLY | NO STRONG FEELING | | |
|---|---|---|---|---|---|
| 89 | 38 | 36 | 68 | 8. | All Department of Education Special Programs |
| 72 | 55 | 27 | 75 | 9. | All Title IV C Programs |
| 41 | 87 | 35 | 69 | 10. | All Locally Supported Research and Evaluation |
| 2 | | | | 11. | Other |

X. Regulatory and Supervisory Functions

The data presented regarding the regulatory and supervisory functions show a great deal of consistency and high degree of expectation from local districts. In only two instances did the majority of respondents express a negative response--students' rights appeals and monitoring of locally supported research and evaluation. In addition, the group of large districts did not ascribe the functions of teacher physical exams, monitoring Title IV C programs, fire drills and Title IX compliance to the role of the ISD.

However, the extent of agreement, consistency and expectation regarding regulatory functions seems to refute the belief that ISDs cannot be both consultative and regulatory in their relationship with local school districts. It could be inferred that, since regulation and supervision is a necessary fact of life, it is best to assign the responsibility to a regional unit than to a state agency which is more distant and perceived to be less sensitive to local conditions and problems.

## XI. RESEARCH AND EVALUATION FUNCTIONS

| YES | NO | FEEL STRONGLY | NO STRONG FEELING | | |
|---|---|---|---|---|---|
| 23 | 99 | 45 | 56 | 1. | Conduct Assessment Testing for Local Districts |
| 29 | 93 | 50 | 52 | 2. | Organize and Conduct Comprehensive Testing Programs for Local Districts |
| 56 | 66 | 39 | 62 | 3. | Conduct Studies of School Costs and Project Financial Needs on a Regular Basis |
| 7 | 115 | 77 | 27 | 4. | Approve Installation of All New Programs in Local Schools |
| 20 | 101 | 90 | 37 | 5. | Conduct Periodic Evaluation of Local School Instructional Programs and Recommend Changes |
| 25 | 97 | 64 | 36 | 6. | Conduct Periodic Assessment of Local District Goals and Objectives |
| 27 | 95 | 54 | 46 | 7. | Develop Program Prescriptions for School Districts Based Upon Assessment Data |
| 55 | 71 | 40 | 60 | 8. | Conduct Research and Demonstration Instructional Programs |
| 72 | 50 | 42 | 58 | 9. | Develop and Maintain Data Files for Research Purposes |

XI. Research and Evaluation Functions

The respondents report almost complete agreement in rejecting the functions referred to in this section of the study. In only one instance did the local district superintendents agree that the ISD should be involved in research and evaluation--maintenance of data files for research purposes. It appears that it is the opinion of local district superintendents that the ISD should not be involved in the evaluation of local district instructional programs to the extent implied by the items included in this section. This may be to some extent a reflection of the manner in which the items were stated.

The small district superintendents reacted less vigorously to this set of items and registered less strong feeling. On the other hand, the medium- and large-sized district superintendents not only rejected these functions as being part of the responsibility of the ISDs but also registered much stronger feeling about their position than the small district superintendents.

This set of items brings out the reaction to local versus state control issues. The reactions expressed are not unexpected since there is an implication in the set of items that the fidujiary responsibility of local boards and superintendents is threatened.

Phase III - Needs Assessment: State Level Agencies and Organizations

Since the ISDs make up the only complete state-wide network of governmental units other than townships and counties, it is reasonable to assume that this network may be the vehicle of conduit through which state level agencies may efficiently provide or derive services.

In view of this possibility the following state level agencies were contacted and interviews were conducted to determine the extent to which these agencies could improve and/or extend services through the ISD network.

1. Department of Education
2. Department of Labor
3. State Health Department
4. Mental Health Department
5. Department of Social Services

These agencies were quite aware of the structure and function of the ISD and expressed a considerable knowledge of the operations and responsibilities of ISDs.

The reaction to the possibility of developing functional relationships was very positive and many valuable suggestions were offered.

Generalizing from the data derived from the interview, all agencies expressed an interest in working with or through the ISD with regard to the following activities and services:

1. Data Collection
2. Dissemination of Information
3. Various dimensions of training
4. Communication with clients and local service agencies
5. Planning - state and local level
6. Coordination of services to common clients systems
7. Evaluation of services
8. Needs assessment
9. Community organization.

Although all agencies expressed some degree of interest in all of the above functions and relationships, there were some specific items which were pertinent and important to individual agencies.

Following is a summary of the comments and suggestions relative to each agency.

Department of Education

Interviews were conducted with members of the department representing various divisions and service areas.

In general all individuals expressed an interest in strengthening the ISD network. Most suggested that there should be fewer ISDs but caution was also expressed regarding the possibility of creating excessively large units which may tend to become impersonal and unresponsive.

Specifically, the following comments were made.

1. More administrative support to local districts from the ISD is needed.
2. More sophisticated information systems should be developed.
3. There should be a change in the concept of constituency--more concern and attention for the direct needs of pupils.
4. There is a need for role clarification.
5. There is a need for clarification of policy development processes.
6. Regional planning should be expanded.
7. Evaluation processes and procedures should be expanded and strengthened.
8. Expand the concept of regional instructional programs to include academics, programs for gifted, etc.

9. Place more emphasis on cooperative grouping rather than geographic configurations.

10. Provide more in-service training and consultant service to constituents.

11. Assume responsibility for long range planning.

12. More responsibility should be assumed by the ISD for improving the personnel and administrative functions such as staff evaluation, accounting and financial planning.

13. More emphasis on improved data processing and reporting.

14. Provide technical assistance in program applications.

15. Provide technical assistance in program evaluation.

16. ISD should function as a communication "link."

17. Assume more responsibility for research and development.

18. ISD should play a stronger role in educational policy development.

19. Develop regional data base for research purposes.

20. Assume responsibility for information dissemination.

Although most of the comments generated from these interviews dealt with responsibilities, they are descriptive of a desire for a more effective and productive relationship between the Department of Education and the ISD.

At no time during these interviews was there any indication or suggestion that the ISD should be weakened or abolished. In fact, the opposite position was strongly expressed; that is, that the ISD must be strengthened and that a strong ISD network will operate to the advantage of the Department of Education as well as local districts.

Department of Labor

Interviews at the Department of Labor revealed that members of the organization have a good understanding of the structure and function of the ISD.

The following observations represent the basic concerns expressed during the interviews.

1. Both organizations should cooperate in research and planning activities.
2. Cooperative development and implementation of programs and services should be expanded.
3. There is a need for more effective communication linkage at the state and ISD level.
4. The ISD should provide data to the Labor Department, such as dropouts, delinquents, etc.
5. The ISD could provide evaluation services to Labor Department field operations.
6. The ISD could make referrals to the Labor Department regarding clients for skill training.
7. The ISD could be the vehicle for a cooperative approach to delivery of services to low income clients.
8. The ISD could assist the Labor Department in fulfilling its responsibilities for improving nutrition and lunch programs in the schools.

In general the Labor Department is, in a very positive way, receptive to the possibility of developing a strong and effective relationship with the ISD network. What is needed is a formal linkage at the local level to provide for continious cooperation and communication.

Health Department

Health Department officials expressed an interest in the functions of the ISD but suggested that a preferred

working relationship would be that of ISD - County Health Service. The State Health Department apparently has a minor role in the direct delivery of services. Most of this responsibility rests with the County Health units. There was, however, a strong inclination and interest in providing consultative and professional services to the ISD in the following areas.

1. Substance abuse.
2. Health program design.
3. Needs assessment and surveys.
4. Teenage deviant behavior.
5. Information access regarding general health.
6. Sharing of information among agencies.
7. Volume purchasing of health education literature.
8. Development of preventative programs.
9. School sanitation policies and standards.
10. Occupational health and safety hazards.

Although the State Health Department does not have a field network similar to other agencies, it is apparent that there are many ways that the ISD could be used as a conduit to improve public health and to improve health education programs.

Social Services Department

As with the other state agencies, the Department of Social Services responded positively to the suggestion of improving cooperative efforts through and with the ISD.

There is some similarity of responsibility at present

between the ISD and the Social Services Department. Each deals with clients which are in some manner deviant, low incidence rate clients, and special needs clients. An interest was expressed in working cooperatively in the following areas of service and categories of clients.

1. Youth offender programs.
2. Special needs clients.
3. Alternative education programs.
4. Adult education.
5. Literacy training.
6. Unwed mothers.
7. Neglected children.
8. Vocational training.
9. Community placement of indigent children.
10. Parenting skills.

In addition to the above the agency expressed a need for assistance in evaluation of services and needs assessment. It appears that since the ISD and the Social Service Department deal with similar problems and, in many cases, identical clients a close working relationship would be productive and efficient.

Mental Health Department

Mental Health Department officials communicated some of the same concerns and aspirations as were expressed by representatives of other agencies.

The comments lacked the specificity of those received from other agency staff but can be outlined as follows.

1. Need for more collaboration.
2. Need for evaluation.
3. Need for cooperative planning and implementation of some programs.
4. Need for the development of a coordinated approach to the delivery of service to certain clients.

Although the interviews tended to deal with the topic in a general way, there appeared to be a genuine desire to collaborate with the ISD in certain program dimensions.

Summary

The data obtained through the interviews is sufficient to determine that a deliberate effort should be made to expand and systematize the cooperative efforts among the various state agencies and the ISD. There is a feeling that there are many instances of overlapping service and it is apparent that a substantial lack of communication exists. Since the desire to collaborate and cooperate is expressed universally, it seems that a catalyst is needed to stimulate and maintain an effort to bring the agencies together, using the ISDs, for the most part, as the vehicle for delivery of service, communication and dissemination.

Phase IV - Evaluation of Other ISD Networks

Approximately 14 states including Michigan have a full or partial network of units operating on a regional basis. "Regional" is defined as a unit in the governance and delivery of educational services which included two or more local school districts.

Representatives of several regional educational agencies were contacted and statutes and policies were examined in an attempt to discover promising practices in the delivery of service, governance and structure. Since most other states developed regional networks more recently than Michigan, some innovative and imaginative approaches were expected. Instead a rather striking similarity was found.

Although the means and process for creating these regional agencies and their governance structures differ, the service dimensions are quite similar.

These regional education agencies are created and governed in three distinctly different ways. Some are cooperatives--local districts voluntarily organize and join the cooperative which engages in the activities determined by the members. Other regional agencies are created by legislative action with more or less specific responsibilities described by statute. Others are created as extensions of the state education agency.

Practically all performed certain functions and duties in support of the Department of Education activities. This, of course, is most common in those states where the regional agency is organized primarily as a field office of the state

Department of Education and less common among the cooperatives.

Programs for exceptional children (special education) are also a common service of all regional agencies. In some rare instances programs for "regular" pupils are also operated by the regional agency.

Media services are practically universal in the description of regional functions. Very extensive libraries and media production services are not uncommon.

Data processing and the traditional management services are found in all states with regional education agencies. A sampling of data processing centers indicates that the pattern in other states is quite similar to that of Michigan. Very effective services are provided in some areas but comprehensive statewide systems do not exist although the potential is apparent.

Vocational-technical programs are operated by some of the regional agencies in other states. There is a strong semblance of systematic regional development of vocational-technical programs which is a sharp contrast with special education servicea. Vocational-technical programs seem to represent the growth area in most regional education agencies in other states.

Staff development and curriculum services seem to be quite common services but not highly developed or refined. It appears that recognition of these as service dimensions of the regional agency is quite recent and because of this these functions may also represent substantial growth areas.

In general regional agencies in the states where they exist differ mostly in the method of establishment and organization. In terms of functions and services there is great similarity. If a model were to be selected from all of the states with regional education agencies, Iowa would stand out as probably the most systematic and orderly in terms of organization, function and uniformity of services provided.

Phase V - Observations and Recommendations

Several observations and generalizations can be made from the preceding data. Some of these observations tend to confirm what is already believed and understood, some conform to conventional wisdom and others provide new insights and prespectives. Following is a discussion of these observations and conclusions.

1. The regulation - service dichotomy seems to be more imaginary than real. Local school administrators do not fear or reject regulation and supervision as part of the ISD role. On the contrary, local school administrators accept and expect the ISD to expand its role in both areas.

2. Local school administrators (the majority) would prefer that the ISD assume responsibility for special education with the exception of L. D. amd E. M. I.

3. Vocational-technical education is perceived by the majority of local administrators as an ISD function.

4. Data processing service and especially equipment is quite extensive throughout the state but unplanned and uncoordinated. It is quite likely that sufficient equipment is available, if utilized properly, to provide at least optimal services to all districts in the state.

5. In general, it appears that local district superintendents prefer that high cost, low incidence rate programs and services be provided by the ISD.

6. The survey data indicates that 46 of the 51 ISDs in the study are cooperating with one or more other ISDs in

providing services to local districts. This seems to be supportive of the need for larger units to support expanded services uniformly throughout the state.

7. Generally, the local school administrators expect all forms of services from the ISD to a greater extent than is currently being provided.

8. Department of Education staff are supportive of strengthened ISDs and an expanded service and regulatory role.

9. Other state agencies react positively to the possibility of using the ISD network as a vehicle to improve the delivery of social services in addition to traditional educational services.

10. Overall, expectations of local district and Department of Education staff exceed the ISD present capabilities.

11. There is a direct relationship between size (SEV and population) and the level of service being provided.

12. There is a direct relationship between the size of ISDs and the types and extent of service provided.

13. Number of constituent districts and membership seem to correlate directly with service levels.

14. Per pupil cost does not correlate with service levels.

15. SEV per pupil, among all ISDs, ranges from 245% above the mean to 65% below the mean.

16. Membership in ISDs currently ranges from 1400% of the mean to a low of 3% of the mean.

17. Although local district superintendents would agree that ISDs should be operating school districts for

specific purposes described earlier in this report, there is universal reluctance to allowing the ISD to become involved in programs for regular pupils.

18. There is general reluctance to allowing the ISD to engage in evaluation which may have the potential for impacting upon local curriculum decisions.

19. ISDs do not engage in research, evaluation and demonstration in a planned and systematic manner.

20. Local school superintendents perceive the ISD as a "backup" system to provide services when requested by local districts or when local districts are unable to provide a particular service.

These observations appear to be the most pertinent and provide the most useful insights into the relationships between local districts, ISDs and state agencies.

Statutes

The laws governing ISDs and describing ISD functions are lacking in completeness, cohesion and logic. It appears that these statutes, having evolved over a period of years, are random in nature and probably are the result of responses to particular situations and needs. It would be practically impossible to construct a model ISD by examining the current statutes and applying the specifications found therein. The governance structure is, in a general sense, adequate but could be improved by eliminating the options in board membership and providing for more broad based representation and participation in the election process.

Structure

Earlier in this report the history of ISD was briefly described. It was pointed out that the structure of the network was based upon county boundaries and to a great extent is still influenced by the county structure. All references to structural change in the past, and currently, are based upon the county as the incremental unit in modification of the ISD network configuration. Although this may be unfortunate from a historical perspective, there are new legitimate and compelling reasons for continuing this practice; ownership of property and long term debt are two examples.

There are four primary options available upon which reorganization considerations can be based. These are: (1) maintain the status quo, (2) abolish the ISD as a legal unit and allow cooperatives to develop, (3) establish regional offices of the Department of Education, and (4)modify the existing structure through a combination of existing units.

Although each of the above possibilities would have its proponents, it is obvious that history, tradition and present circumstances would militate against the first three options leaving the fourth for further consideration.

Conclusions

The evidence gathered from the survey and an analysis of other data provides sufficient documentation concerning the relative effectiveness of the ISDs. It appears that the three most significant variables are SEV, membership, and the

number of constituent districts. The data did not provide sufficient information to determine the extent to which any single variable affects the level of programming and service in any particular ISD. It is apparent however that there is a continuum and that these variables correlate reasonably well with service and program dimensions. Geographic size, although not a significant variable, must also be taken into consideration. Common sense judgments would indicate that distance beyond a reasonable driving radius will have a negative effect on service efficiency. Some areas not meeting all of the criteria but with very low population density will, of necessity, have to be tolerated.

In an attempt to develop a perspective for recommendation various studies conducted in the past were examined and evaluated. Also, the State Planning and Development regional configuration was considered as a possible model. In addition, current network configurations for the delivery of services and planning such as the Regional Education Media Center have been examined.

The Reorganization Study of 1968 was examined and proved to be valuable in terms of general guidelines and suggested district configurations. The Blue Ribbon Report of 1976 was examined and, although no specific configurations were presented, valuable insights and criteria were found to be useful.

From these studies and from the data derived from this project survey certain conditions and qualities become apparent which serve as standards for the development of a

recommended ISDs network configuration. These conditions and qualities are as follows.

1. Although geographic size is not a significant variable in general, it does become a strong factor when a certain geographic size is reached. It appears that size should be limited to a radius of one and one half hours driving time to the most distant point in the district. Beyond this, distance is probably a stronger variable than either membership or SEV.

2. SEV should approximate $1,000,000,000. Those districts which currently have a tax base of approximately $1,000,000,000 appear to support an optimal set of programs or have the potential to do so.

3. The optimal ISD should have a membership of not less than 40,000. A membership of less than the above will not provide sufficient numbers of special needs pupils for whom the ISD is generally considered responsible.

4. A recommended network model should coincide with existing models to insure, to some extent at least, that other services are not interrupted or affected negatively.

5. The proposed boundaries and areas should coincide with boundaries and areas of other educational enterprises to provide for coordination and cooperation to the fullest extent.

6. Any proposed change should be by increments of a total county and preferably by complete ISDs where the existing ISD consists of more than one county.

7. All areas combined in the development of a new configuration must be contiguous so that "islands" are not created.

Within the context of the above criteria various configurations were created attempting to meet as many of the standards as possible. Under no circumstances could all criteria completely be met. Various existing configurations were tested against the criteria. It was determined that when taking into consideration that a modified structure should enhance ISD functions and yet be the least disruptive, the REMC model comes closest to meeting all of the criteria.

The benefits to be derived from adoption of this configuration would be as follows.

1. With the exception of two sparsely populated areas each ISD would have a tax base of $1,000,000,000 or more. These exceptions are the Eastern U. P. and the Copper Country area.

2. With very few exceptions each ISD would have a pupil population of approximately 40,000.

3. Existing REMC operations would not be disrupted.

4. With only four exceptions each ISD would have at least one Community College within its boundaries. Three of the remaining four are served by regional four year institutions while the fourth has community colleges and universities in close proximity.

5. Driving distances would be reasonable. Except for one or two cases driving time would be less than one and one half hours.

6. All except one ISD, using the REMC configuration, would have some computer capability. This is important

since a majority of local superintendents indicated that data processing, maintenance of data files and reporting are important ISD functions.

7. The REMC configuration is desirable since the boundaries optimally describe the parameters of "Communities of interest."

8. All except one ISD, following the REMC configuration, would be served by one or more area vocational-technical centers.

9. Technical assistance and professional consultative services to local schools would be improved and expanded by distributing specialist staff over a broader area of responsibility.

10. Economies of scale would result in program expansion somewhat equal to that of districts currently possessing the characteristics upon which the previously described standards are based.

Recommendations

1. It is recommended that the data presented in this study be used to develop a detailed statement of duties and responsibilities of ISDs.

2. Taking into account the above duties and responsibility statement, current statutes relative to ISDs should be repealed and replaced by a new set of statutes following the format presented earlier in this report.

3. All existing ISDs should be reorganized into 22 ISDs using the current REMC configuration to determine boundaries.

## Postscript

This project report is completed and I feel a great sense of relief and anticipation. Relief that the job is done and anticipation regarding the outcome.

I realize that some people will express anger, some may be pleased, others may scoff at the recommendations. Complex problems may appear to have a number of solutions. The task is to identify all possible alternatives and select the one which appears to be most satisfactory.

The conclusions reached and the recommendations offered are based upon a purely objective concern for the best possible organization to ensure the efficient delivery of educational services to clients.

Personal, political and individual concerns and preferences have been eliminated as variables in arriving at the recommendations. I hope that this proves to be acceptable and that these recommendations are given serious consideration.

Appendix A

| REMC | SEV | SEV/P/P |
|---|---|---|
| 1. | 358,530,570 | 22,689 |
| 2. | 2,651,173,232 | 41,942 |
| 3. | 1,383,284,732 | 43,015 |
| 4. | 1,092,117,856 | 21,575 |
| 5. | 1,479,499,405 | 32,963 |
| 6. | 1,252,304,313 | 33,749 |
| 7. | 1,292,320,500 | 26,685 |
| 8. | 3,041,080,635 | 24,121 |
| 9. | 1,483,227,774 | 27,803 |
| 10. | 1,105,854,233 | 32,408 |
| 11. | 1,846,685,415 | 27,147 |
| 12. | 2,823,849,487 | 27,846 |
| 13. | 2,325,011,907 | 26,048 |
| 14. | 3,663,097,914 | 24,460 |
| 15. | 1,053,717,298 | 25,997 |
| 16. | 2,432,400,010 | 36,516 |
| 17. | 7,749,116,401 | 35,018 |
| 18. | 5,830,513,803 | 29,386 |
| 19. | 1,696,831,783 | 32,750 |
| 20. | 13,526,586,679 | 28,202 |
| 21. | 1,081,760,799 | 25,235 |
| 22. | 325,287,511 | 28,827 |
| | 59,494,252,257 | AVG: 28,561 |

Appendix B

| REMC | Membership | Number of Constituent Districts |
|---|---|---|
| 1. | 15,802 | 24 |
| 2. | 63,210 | 51 |
| 3. | 32,158 | 20 |
| 4. | 50,620 | 25 |
| 5. | 44,883 | 18 |
| 6. | 37,106 | 11 |
| 7. | 48,429 | 19 |
| 8. | 126,077 | 41 |
| 9. | 53,348 | 13 |
| 10. | 34,123 | 35 |
| 11. | 68,025 | 32 |
| 12. | 101,408 | 39 |
| 13. | 89,258 | 25 |
| 14. | 149,761 | 34 |
| 15. | 40,533 | 20 |
| 16. | 66,612 | 15 |
| 17. | 221,292 | 28 |
| 18. | 198,414 | 28 |
| 19. | 51,812 | 21 |
| 20. | 479,635 | 36 |
| 21. | 42,867 | 31 |
| 22. | 11,284 | 14 |
| | 2,026,657 | 580 |

Appendix C

| REMC | CONSTITUENT ISDs |
|---|---|
| 1. | Gogebic-Ontonagon, Copper Country |
| 2. | Charlevoix-Emmet, Traverse Bay, Manistee, Wexford-Missaukee, Mason, Lake, Mescota-Osceola |
| 3. | COP, A-M-A, COOR |
| 4. | Oceana, Newaygo, Muskegon |
| 5. | Clare-Gladwin, Midland, Gratiot-Isabella |
| 6. | Bay-Arenac, Iosco |
| 7. | Ottawa, Allegan |
| 8. | Montcalm, Ionia, Kent |
| 9. | Saginaw |
| 10. | Huron, Tuscola, Sanilac |
| 11. | Berrien, Van Buren, Lewis Cass |
| 12. | Calhoun, Barry, Branch, St. Joseph, Kalamazoo |
| 13. | Ingham, Eaton, Clinton |
| 14. | Lapeer, Shiawassee, Genesee |
| 15. | Hillsdale, Jackson |
| 16. | Washtenaw, Livingston |
| 17. | Oakland |
| 18. | St. Clair, Macomb |
| 19. | Lenawee, Monroe |
| 20. | Wayne |
| 21. | Dickinson-Iron, Marquette-Alger, Delta-Schoolcraft, Menominee |
| 22. | Eastern U. P. |